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USIB-D-39.7/26

1 February 1968

MEMORANDUM FOR: Chairman, United States Intelligence Board

SUBJECT: Proposal for the Establishment of a Management Structure for the Community On-Line Intelligence System (COINS)

REFERENCES:

- A. White House Letter, dtd 15 June 1965,  
Memorandum for the President,  
Subject: U.S. Intelligence Community Capabilities for the Handling of Intelligence Information (S)
- B. White House Letter, dtd 15 July 1965,  
Memorandum for the Director, Central Intelligence Agency, Subject: U.S. Intelligence Community Capabilities for the Handling of Intelligence Information (S)

1. In accordance with the White House letters, referenced above, a secure network connecting several computer information systems is being established for operational test and evaluation. CIA, NSA, DIA, State and NPIC are currently involved. The title being used for this experimental project is Community On-Line Intelligence System (COINS). Using COINS, each participating agency will be able to interrogate selected files of the other participating agencies as well as its own files. This concept calls for each agency to maintain files in its own computer system and for the computer systems of each agency to communicate with those of other agencies via secure data links. The proposed requirement for one agency to serve as the central file repository for the entire intelligence community would be removed. Instead, each agency would concentrate in establishing and maintaining those files for which it is responsible or best equipped. Improvement of interchange of information between intelligence agencies is the principal objective of this system.

2. This memorandum, with attachments, recommends a USIB policy governing the management during the development and evaluation phase of COINS. It identifies and delineates the functions of the

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System Executive Agency and the COINS Managers in each participating organization. It further defines actions expected of participating organizations to realize optimum test and evaluation of this experimental informational handling system.

3. It is recommended that USIB:

- a. Approve the management system for COINS as set forth in the attachment hereto and direct its implementation;
- b. Designate the National Security Agency (NSA) as the Executive Agency.

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JOHN A. BROSS  
D/DCI/NIPE

Attachment

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Management System for the Community On-Line  
Intelligence System (COINS)

### SECTION I - PURPOSE

1. The purpose of this Directive is to establish within USIB, and under the direction of the DCI, a management structure for the Community On-Line Intelligence System (COINS). It identifies and delineates the functions of the System Executive Agency and the COINS Managers in each participating organization. It further defines actions expected of participating organizations to realize optimum test and evaluation of this experimental informational handling system.
2. It is understood that this Directive is concerned with the management system for:
  - a. Implementing and operating COINS Experiment.
  - b. Testing and evaluating the COINS Experiment in accordance with an agreed upon evaluation plan and in cooperation with CODIB.
  - c. Planning, programming and budgeting for any follow-on COINS-type systems, the implementation and execution of which will be dependent upon the evaluation of COINS Experiment (sometimes referred to as COINS I).

### SECTION II - DEFINITIONS

3. Following are definitions of terms used in this Directive:
  - a. Executive Agency: A participating organization providing the Executive Agent, and all supporting facilities and services to the Executive Agent and his staff.
  - b. Executive Agent: A designated individual in the Executive Agency assigned the responsibility and delegated the authority by the Director of Central Intelligence (DCI) for COINS management.
  - c. System Management: A concept for the over-all management of COINS based on the use of an Executive Agent responsible for planning, directing and controlling the develop-

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ment, implementation and operation of COINS; and, for assuring that planning is accomplished by the organizations responsible to the management authority for the execution of specifically assigned and agreed-upon tasks.

d. COINS Manager: A designated individual in a participating organization assigned the responsibility for the management of COINS within that organization.

e. Project Leaders: Military and civilian personnel assigned a specific task who report directly to the Executive Agent.

f. COINS Management Office: The organization comprised of technical and business management and administrative personnel assigned full time to the Executive Agent. The Office may be augmented with additional personnel from participating organizations.

g. Executive Agent Charter: This Directive establishes an Executive Agent and his Management Office; defines his mission, authority, and major functions and describes his relationships with other organizations and their support responsibilities. In addition, it sets forth basic policy with respect to the management of COINS.

h. Participating Organization: A governmental activity, responsible to the Executive Agent for the execution of specific aspects of the system and identified by the chartering authority, if within his authority, or identified in the approved, negotiated COINS Master Plan, or Technical Memorandum of Agreement, if the activity is not responsible to the chartering authority.

i. COINS Master Plan: A compilation of planning documents prepared by the Executive Agent, with assistance from the COINS Managers of the participating organizations and contractors, which places in context the budgets, plans, schedules and scope of all work and resources to be provided by each participating organization.

j. Technical Memorandum of Agreement: A formalized document delineating specific procedural and operational agreements between COINS participants, and binding on all signatories.

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SECTION III - EXECUTIVE AGENCY

4. The DCI, in consultation with USIB, will designate the Executive Agency.

5. The Executive Agency will serve as host and will provide facilities and support services required by the Executive Agent in the execution of his responsibilities. These include but are not limited to:

- a. Office space and services for the Executive Agent and his staff, including secure conference facilities.
- b. Reproduction facilities.
- c. Consultant services of co-located activities such as security, COMSEC, R&D, communications, data processing, etc.
- d. A fiscal account for the COINS Management Office for collecting, holding and disbursing operating funds provided by the participating organizations. Account will be supervised by the comptroller of the host organization.
- e. Procedures by which the Executive Agent can negotiate contracts.
- f. Data processing service that may be required for the management of COINS (e.g., personnel lists, PERT, etc.).
- g. Basic staff. (This staff will be augmented by the participating organizations as required.)
- h. Personnel, fiscal and administrative services and support required.

SECTION IV - EXECUTIVE AGENT

6. The Director of the Executive Agency, in consultation with the DCI, will appoint the Executive Agent.

7. The COINS Executive Agent is responsible to the Director of Central Intelligence (DCI) for the administration of the COINS program within the USIB community as well as representing the program with other organizations as may be required.

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## 8. The Executive Agent will be responsible for:

a. Coordinating his actions or proposed actions with the appropriate COINS Managers of the participating organizations involved. Conflicts will be referred in writing to the Chairman of CODIB for resolution or consideration by USIB as may be appropriate.

b. Yearly submission of a COINS Master Plan to USIB through the Chairman of CODIB.

## 9. The Executive Agent, in cooperation with the COINS Managers in each participating organization, will:

a. Develop, coordinate and obtain USIB approval of a set of short, medium and long range objectives for the COINS program, including an implementation schedule.

b. Coordinate COINS budgets, plans and programs of each participating organization to achieve the approved objectives within the desired time frames.

c. Prepare the COINS Master Plan which integrates into a single package the budget, plans, programs, implementation schedules, and resources for COINS of the participating organizations.

d. Monitors the implementation of the approved COINS Master Plan.

e. Establish and maintain direct communications with the COINS Managers in each participating organization. Periodic meetings of the Executive Agent and COINS Managers will be held for the purpose of (1) formulating objectives for planning, programming and budgeting actions which will be submitted through channels to the DCI for approval; and (2) implementing approved objectives.

f. Prepare recurring or special progress reports identifying successful milestones or problem areas indicating remedial action taken to resolve identified problems.

g. Monitor and analyze the program on a continuing basis, particularly with respect to technical performance, schedules and costs.

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- h. Assign technical responsibilities of specific tasks to a participating organization through the use of a Technical Memorandum of Agreement.
  - i. Organize working groups and appoint chairmen to investigate problem areas and make recommendations.
  - j. Identify COINS R&D requirements and negotiate their assignment to one of the participating agencies for action.
  - k. Develop an interagency COINS training program as may be required, making maximum use of existing training facilities.
  - l. Develop a security program consistent with existing regulations.
  - m. Negotiate for the services of other governmental organizations (e.g., GSA, DCA, ARPA, etc.).
  - n. Enter into contractual arrangements to acquire the services of private contractors, consultants or nonprofit organizations (e.g., IDA, SDC, RAND, etc.) in accordance with the existing directives and procedures governing contracts of the Executive Agency. Provide supervision of contractor activities.
  - o. Draft, coordinate and publish directives, conventions and guidelines, and procedures with respect to the operation of COINS.
  - p. Develop procedures for modifying existing data bases or adding new data bases to satisfy the information requirements of the participating organizations.
  - q. Coordinate with other USIB activities engaged in the development of data bases or data standards which may affect COINS (e.g., Data Base Working Group/COMIREX, Intelligence Guidance Subcommittee of the SIGINT Committee, CODIB, etc.).
10. The Executive Agent has no authority to direct or manage the internal operations of participating organizations. However, he

can task a participating organization by negotiating a Technical Memorandum of Agreement (TMA) with the COINS Manager of the participating agency concerned. The participating agency is responsible for executing an approved agreement.

11. The Executive Agent can use his operating funds for:  
(a) travel, (b) procurement of experimental or specialized equipment, (c) contract system studies which span more than one organization, and (d) R&D tasks of common concern but which no participating organization is willing to accept and sponsor.

#### SECTION V - PARTICIPATING ORGANIZATIONS

12. Each organization participating in the COINS program will:

a. Appoint a COINS Manager who will be responsible for:

(1) Representing their organization on all aspects of the COINS programs.

(2) Managing the COINS program within their own organization.

(3) Developing and coordinating all phases of COINS activities within his organization.

(4) Providing information necessary for the development of the COINS Master Plan.

b. Provide the equipment, software, personnel, funding, and contractor resources required for its own COINS facilities. Communications line costs from the central switch to each department or agency will be borne by the agency concerned. During the experimental development and evaluation phase of COINS, DIA will provide the central switch.

c. Insure that its agency's program, plans and budgets contain the resources required to meet the approved objectives and implementation schedule.

d. Prepare and submit recurring or special reports to the Executive Agent as may be required.

e. Provide assistance to the Executive Agent in the (1) formulation of short, medium and long term objectives for submission to the DCI for approval; and (2) development of implementation schedules.

f. Appoint appropriate technicians to serve on working groups organized by the Executive Agent.

g. Annually, commencing in FY 1969, transfer to the account of the COINS Management Office at the host organization a sum of money as approved in the COINS Master Plan for general systems costs not attributable to any single department or agency. This will serve as an operating fund to be used by the Executive Agent in execution of his duties.

#### SECTION VI - USIB COMMITTEE ON DOCUMENTATION (CODIB)

13. CODIB will act as the staff agency responsible for monitoring for the DCI and USIB the activities of the Executive Agency. Specifically, CODIB will:

a. Endeavor to resolve all problems between the Executive Agent and the COINS Managers.

b. Provide guidance to the Executive Agent on the development of short, medium and long range objectives, and review such objectives prior to their submission to the DCI.

c. Provide guidance to the Executive Agent with respect to policy and plans.

d. Make recommendations to USIB concerning approval or modification of the yearly COINS Master Plan.

e. Provide guidance to the Executive Agent on substantive intelligence requirements for the COINS system.

f. Conduct periodic operational and technical evaluations of the COINS system and report the results to USIB.

## SECTION VII - COINS MANAGEMENT OFFICE

14. The Executive Agency will be authorized a staff of at least five people, including a secretary. This will constitute the COINS Management Office and be located in the Executive Agency. Major USIB members (i.e., CIA, DIA or NSA) will be expected to provide the staff according to the following ratio:

a. Executive Agency will provide, in addition to the Executive Agent, a basic staff of two senior technicians specializing in data systems at the GS-13/14 level and a secretary at the GS-5/7 level.

b. Participating organizations will each provide one data systems analyst at the GS-12/13 level.

## SECTION VIII - REPORTING

15. The Executive Agent for COINS will prepare and deliver oral and written reports as may be required. He will be responsible for submitting the following periodic reports to the organizations indicated:

a. A report containing objectives and an estimate of the resources required from each agency to achieve these objectives. This report will be submitted to each participating organization in June each year. This will allow them sufficient lead time to reclama and enter it into their budget, program and plan.

b. A semiannual status report to each participating agency as well as to CODIB, USIB and other interested organizations.

c. A COINS Master Plan each year to DCI.

16. Prior to 30 June 1969, the Executive Agent, in cooperation with the COINS managers and the Evaluation Panel, will submit to the DCI an Evaluation Report based upon the Evaluation Plan approved by CODIB.

## SECTION IX - IMPLEMENTATION

17. This Directive is effective on date of publication.